

# Exploring Joint Development at Washington State Ferry Terminals

## Methodology and Process of Analysis

**Paula J. Hammond, P.E.**  
Secretary

**Jeff Doyle, Director**  
WSDOT Public/Private Partnerships

**Rob Berman, Consultant**  
HDR Engineering, Inc.

Washington State Transportation Commission  
October 21, 2008



# Scope of Work

Phase I: Understand Joint Development Context ✓

Phase II: Evaluate Joint Development Potential at all Terminals ✓

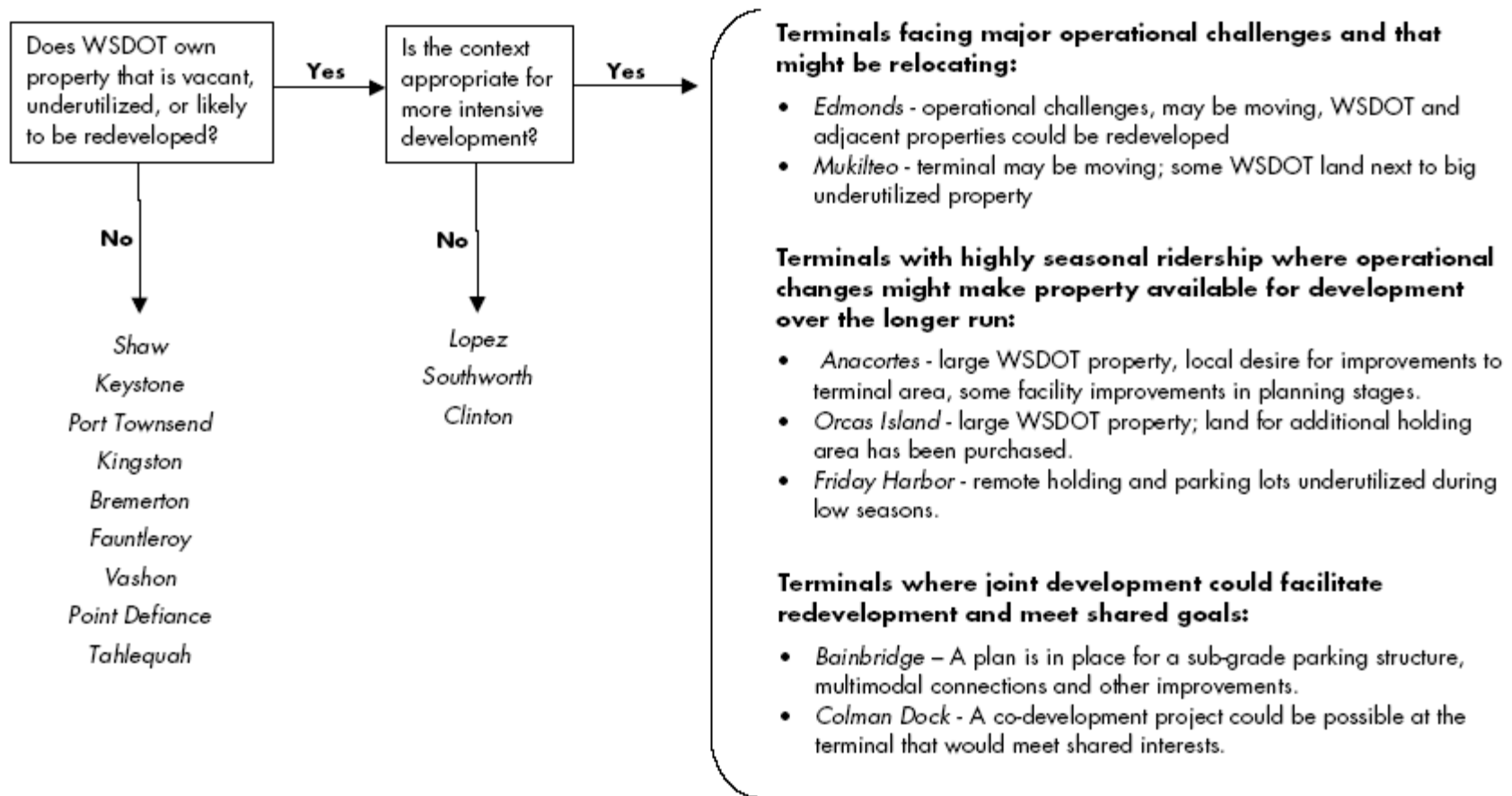
**Phase III: In-depth Analysis for 3 Terminals**

## **Phase 1: Understand Joint Development Context**

- Visited 19 ferry terminals and surrounding areas
- Reviewed background reports, aerial photos, ridership statistics and other data
- Gathered information about property ownership, facility and operations characteristics and likely future changes
- Collected targeted demographic and real estate market information
- Reviewed ways WSDOT might benefit from joint development

# Phase 2: Evaluate Joint Development Potential

## Phase Two: Assessment of Joint Development Opportunities at WSF Terminals



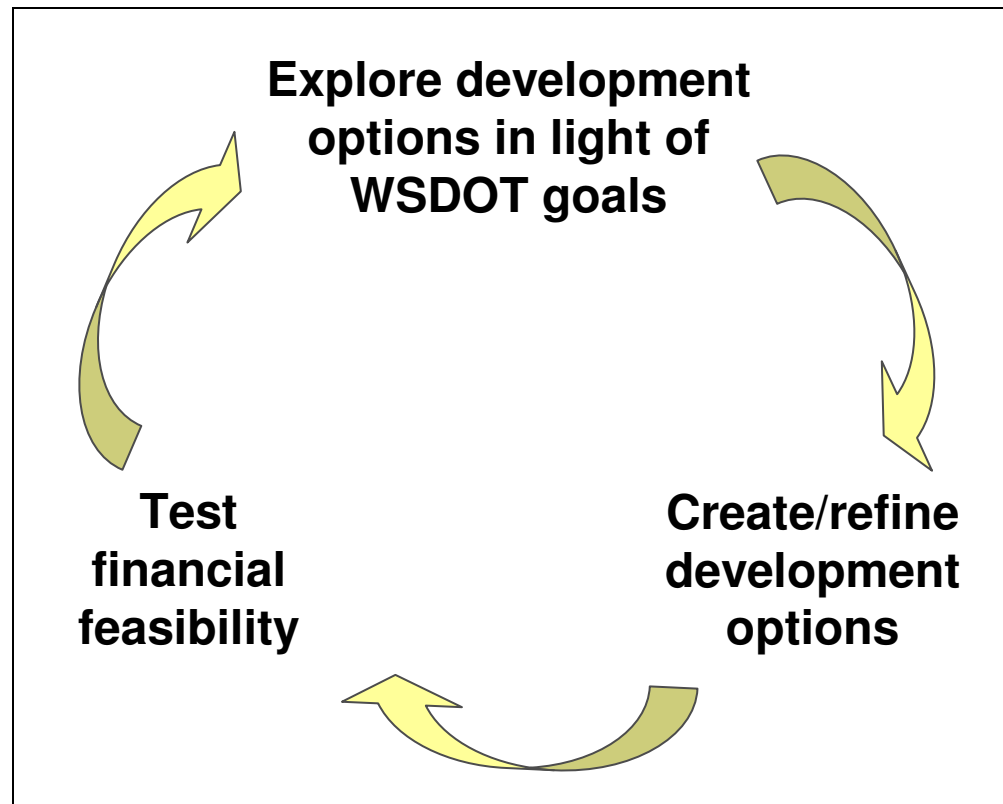
## Phase 2: Evaluate Joint Development Potential

Red = Strong Potential  
 Orange = Moderate Potential  
 Yellow = Low Potential

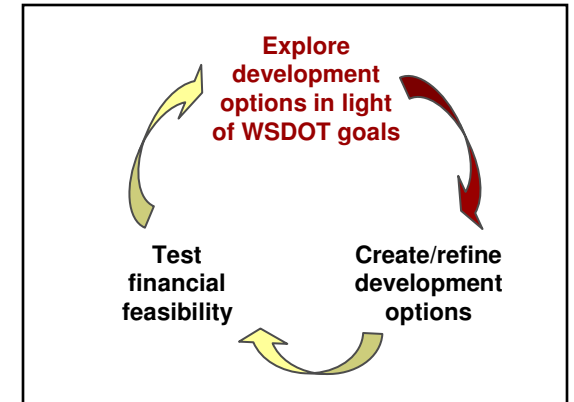
	Central Sound Corridor			North Sound Corridor	San Juan Islands Corridor		
	Edmonds	Bainbridge	Seattle	Mukilteo	Anacortes	Friday Harbor	Orcas
Real estate development potential	Red	Red	Red	Yellow	Yellow	Yellow	Yellow
Recent development activity near terminal	Red	Red	Red	Yellow	Yellow	Yellow	Yellow
Need for new or expanded ferry facilities	Red	Red	Red	Red	Red	Yellow	Yellow
Connectivity to downtown or other development	Red	Red	Red	Yellow	Yellow	Red	Yellow
Potential for increased ridership from development	Yellow	Red	Red	Yellow	Yellow	Yellow	Yellow

## Phase 3: Detailed Analysis for 3 Terminals

- An iterative process is being used to determine the most appropriate joint development strategy for Seattle, Bainbridge and Edmonds Terminals



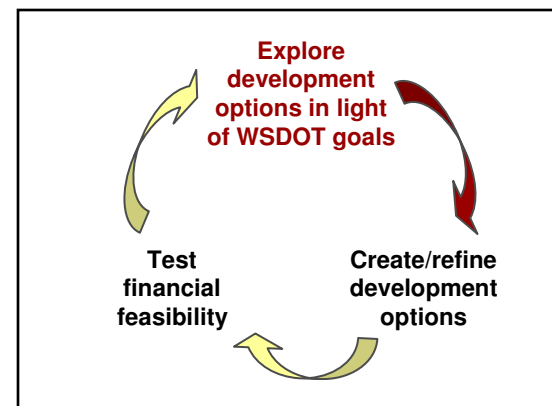
# Explore Development Options in Light of WSDOT Goals



- Direct Transportation Project Benefits, the “Transportation Nexus”
- Other Compatible Public Benefits

## Goal 1: Direct Transportation Project Benefits

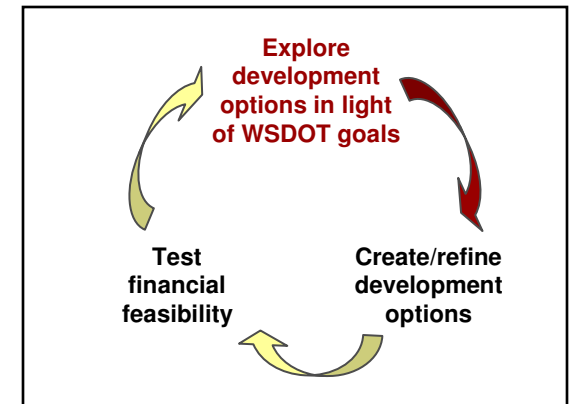
- WSDOT facility improvements
- Revenue or cost sharing generated from new development
- Improved multimodal connections
- Enhanced farebox revenue from ridership (especially increased walk-on and non-peak ridership)





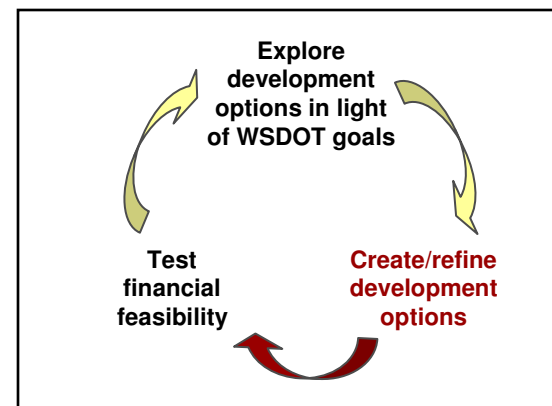
## Goal 2: Other Compatible Public Benefits

- Short or long term revenue
- Enhanced transit ridership
- Catalyst for transit-oriented development (TOD) in broader area
- Reinforce land use goals of surrounding communities (e.g., affordable housing, connectivity to waterfront, other community amenities)
- Local economic development and/or revitalization



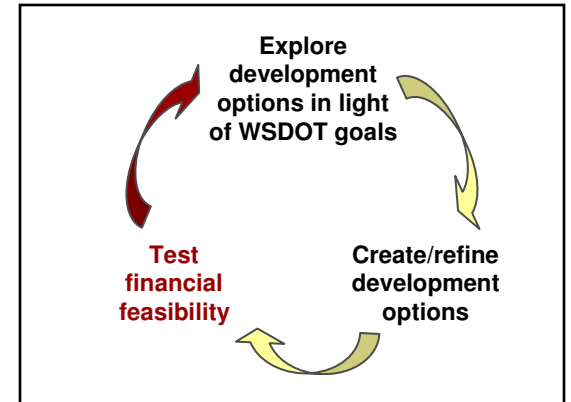
# Create Development Options

- Account for operational needs of the ferry system
- Respond to initial market assessment, local conditions and WSDOT goals
- Understand current zoning and community objectives
- Phase and/or scale projects to allow for flexibility (i.e., graduated development options over time)
- Modify development plans to improve financial feasibility or achieve transportation goals or public benefits



# Test Financial Feasibility

- Test baseline feasibility
- Consider ability to cover or reduce cost of WSDOT facilities
- Evaluate uses in light of both current and future potential market and political conditions



# Bainbridge Island Terminal



- WSDOT PROPERTY IN FERRY TERMINAL AREAS
- CITY, STATE OR PORT PROPERTY IN FERRY TERMINAL AREAS

## BAINBRIDGE ISLAND FERRY TERMINAL

EXISTING CONDITIONS AND OWNERSHIP

OPPORTUNITIES AT WSF TERMINALS

FEBRUARY 7, 2008



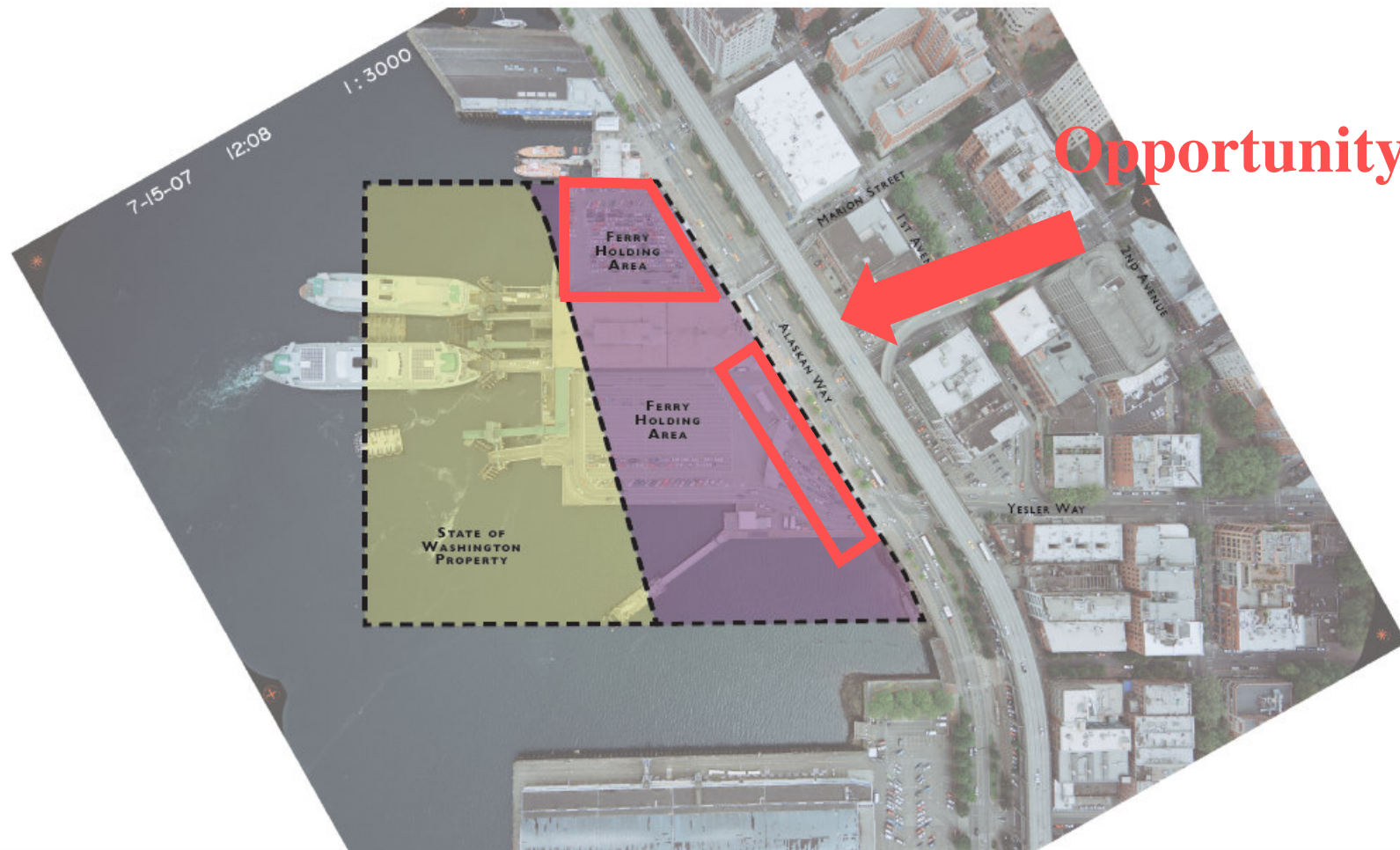
## Bainbridge Island: Development Constraints

- WSDOT-owned land may be needed to meet operational needs, like parking
- A zoning change may be necessary to allow for development near the ferry terminal
- Significant land assembly is required for project larger than WSDOT site

## Bainbridge Island: Development Opportunities

- WSDOT owns a significant parcel at the terminal that could be developed exclusive of other land assembly efforts
- A strong market exists for a waterfront, boutique hotel and restaurant
- A hotel use allows WSDOT to retain ownership of site through a ground lease, if desired
- Development could increase off-peak, walk-on ridership

# Colman Dock



Opportunity Site

- WSDOT PROPERTY IN FERRY TERMINAL AREAS
- CITY, STATE OR PORT PROPERTY IN FERRY TERMINAL AREAS

## COLMAN DOCK FERRY TERMINAL

EXISTING CONDITIONS AND OWNERSHIP

OPPORTUNITIES AT WSF TERMINALS

FEBRUARY 7, 2008





## Colman Dock: Development Constraints

- The space needs of the holding area must be met before development can be considered
- Timing and nature of Viaduct project impacts development potential at Colman Dock
- Current zoning limits development to 45 feet
- Significant improvements are needed to the trestle to make it able to support development



## Colman Dock: Development Opportunities

- Colman Dock offers a singular opportunity to develop a gateway project on the waterfront
- The downtown Seattle location offers strong market potential for office and street retail
- Development could play an important role in stimulating walk-on ridership

# Edmonds Terminal



- WSDOT PROPERTY IN FERRY TERMINAL AREAS
- CITY, STATE OR PORT PROPERTY IN FERRY TERMINAL AREAS

## EDMONDS FERRY TERMINAL

EXISTING CONDITIONS AND OWNERSHIP

OPPORTUNITIES AT WSF TERMINALS

FEBRUARY 7, 2008



## Edmonds Terminal: Development Constraints

- Edmonds terminal has several significant infrastructure needs, including: lack of a grade separation from railroad tracks; need for shared parking with Sounder; and improvements to holding area
- WSDOT-owned land is not large enough to solve infrastructure problems
- Private land assembly is necessary to address infrastructure needs and encourage private development
- Current zoning limits development to 25 feet

## Edmonds: Development Opportunities

- Assembling private parcels in addition to WSDOT-owned parcels could help meet WSDOT's facility needs and City priorities
- Making improvements at current location could cost less than terminal relocation
- City of Edmonds supports redeveloping the terminal area and promoting connections between downtown and the waterfront
- A strong market exists for residential, retail, and urban format development